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Democratic tendencies in the internal administration of the high school

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BOSTON UNIVERSITY

GRADUATE SCHOOL

Thesis

DEMOCRATIC TENDENCIES IN THE INTERNAL
ADMINISTRATION OF THE HIGH SCHOOL

Submitted by

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Democratic Tendencies in the Internal Administration
Of The High School.

I. Introduction.

(1) Purpose of the study.

- a. To find out if our educational administration in High Schools is or is not democratic in spirit.

(2) Historical.

- a. Consider the purpose of the forefathers in founding an educational system.
- b. Consider what the system was.
- c. Show that conditions have changed.

II. Show that changed conditions demand that educational policy, with reference to High Schools, keeps pace with these changes.

(1) Set forth the main objectives of education upon which it is necessary to focus the activities of the school if we are to meet the changed conditions.

(2) Establish certain standards as tests for the merits of any proposed change.

- a. High Schools must be reorganized so as to educate all the children of High School age.
- b. Pupils of the future must be brought into an understanding of, and participation in, the world's work.
- c. The High School designed to meet the present conditions must develop an effective technique for dealing constructively with affective reactions of its pupils.
- d. Democracy demands a large measure of moral and spiritual power in the young men and women who belong to it.

III. A study of High Schools to see whether there are democratic tendencies in administration with reference to :

(1) High School Administration in,

A. Admission requirements.

B. Student participation in,

- a. Through any form of control in:-

- 1.- Absence.
- 2.- Assemblies.
- 3.- Conduct in rooms.
- 4.- Control of recitations.
- 5.- Corridors.
- 6.- Library.
- 7.- Lunchroom.
- 8.- Recreation.
- 9.- Tardiness.
- 10.- Extra Curriculum.

C. Content of the curriculum.

D. Teacher participation in,

A discussion of this subject is omitted because the material is so voluminous that it is impossible to treat it in a thesis of this length.

IV. Conclusion.

- (1) To show what changes must be made.
- (2) A statement of the conclusions arrived at by the complete discussion.

Democratic Tendencies in the Internal
Administration of the High School

The purpose of this paper is to consider our present educational administration in the light of its development contemporaneously with the growth of our political, social, and industrial life. An attempt will be made to show to what extent and in what ways our administration has kept pace with the rapidly changing conditions in America, to show what changes must be made, and to set up certain standards by which any proposed changes must be measured. Before we can get far in our discussion we must look back into our early colonial history to consider what purpose our forefathers had when they founded an educational system and determine what the character of that system was. I (1) (a)

The system of universal free public education which we know was not arrived at in a single bound. The early colonists brought with them the educational ideas with which they were familiar in the mother country and which were common to the several classes from which they came. Thus universal education under public control and support which grew out of philanthropic education and naturally reached its most consistent form in the United States has throughout been the attempt of a free people to educate themselves. In American education the seventeenth century was distinctly a period of transplantation of schools, with little or no conscious change, and it is only toward the middle of the next century, as new social and political conditions were evolving and the days of the Revolu- I (2) (a)

tion were approaching, that there is evident a gradual modification of European ideals and the differentiation of American schools toward a type of their own. This period of transition from inherited ideals is not marked off until the eighteenth century and the first half of the nineteenth, and the purely American conception of education can not be fully discerned before the middle of the latter century.

Education in the American colonies was colored by the religious interests of the Reformation period during which the colonists left the Old World. Wherever the influence of Calvinism appeared, there was a tendency toward universal education, but where the Anglican communion was dominant, the aristocratic idea of education prevailed. As a result of its bourgeois and democratic society the colony of Massachusetts was the first to develop a school organization through governmental activity. I (2) b

Common schools seem to have been supported in most towns from the first by voluntary or compulsory subscriptions, and before the close of the first quarter of a century there had been established by the colony at large an educational system in which every citizen had a working share. The first educational act of the colony passed in 1642, was similar to the old English apprenticeship law in its provisions, and while it was broadened to include some literary elements, and a rate to procure materials was established, no school is mentioned in it. In 1647 each town of fifty families was required to maintain an elementary school, and every one of a hundred families a 'grammar' (secondary) school. These schools might be supported in part by tuition fees

as well as by the town rate, and the obligation seems to have still rested on the parents to see that the children did attend school. However, all the germs of the present common school system in the United States would appear to have been present in Massachusetts before the middle of the seventeenth century.

This generous support of public education was followed by a period of decline for about a century and a half. The reason for this decadence of local interest in education is rather complicated. The growth in diversity of religion contributed its share. By 1692 it was no longer necessary to be a member of a Puritan Church to be a voter on all colonial questions. By 1728 the Episcopalians, Quakers and Baptists were permitted to pay their assessments to their own minister, and the alliance of state and church, which had made possible the system of public education, was largely broken. The hard struggle to make a living, disturbances due to wars, and the difficulties due to frontier life lessened their feeling of need for a literary training. Another reason for the educational decline was the dispersion of the population. As the best land near the center of the community was more and more taken up, it became increasingly difficult for those living on the outskirts to reach the church and school of the town. As a result, those who had been eager to establish schools even before being compelled to do so, began to evade the law. In 1671 the fine for failure to provide a school was doubled, in 1683 it was doubled again and in 1712 a progressive increase in the fine, where the number of families was over one hundred, was provided. Thus the fine came

to be enough to support a schoolmaster and it was unprofitable for a town to disobey the law.

The people in the outlying districts refused to vote a rate for the support of a school which their children could not attend. They demanded that in return for their taxes the school be brought nearer to them. In the early part of the eighteenth century wherever a rate was adopted as the sole means of school support it was agreed that, instead of holding the town school for twelve months in the center of the town alone, opportunities should be offered for a fraction of that period in various portions of the town. Thus 'moving' and 'divided' schools came into existence until in 1789 they were given legal sanction and denominated 'district schools'. By 1800 the districts were not only allowed to manage their own share of the town taxes, but were authorized to make the levy themselves. In 1817 they were made corporations and empowered to hold property for educational purposes; and in 1827 they were granted the right to choose a committeeman who should appoint the teacher and have control of the school property. Thus as Martin describes it, [#] "The year 1827 marks the culmination of a process which had been going on for more than a century, -- the high water mark of modern democracy and the low water mark of the Massachusetts school system."

No disrespect is meant for the schools of the early days. The hard struggle to wring a living from an unpropitious soil, and the disturbances due to wars, Indian skirmishes, and the

Evolution of the Massachusetts School System, Page 92.

difficulties of pioneer life cause one to marvel that the early fathers could have any educational program at all. On the contrary, "it was a noble program for its time, (to quote Dr. Frank E. Spaulding of Yale). # "A program magnificently conceived to meet the popular educational requirements of a past age; a program in its day well calculated to lay the foundation of universal knowledge and intelligence, indispensable to the maintenance and development of democratic institutions and the type of government befitting a republic." That early program at its best set as its goal the equipment of all the children of all the people with the most elementary tools of knowledge, and a few years academic instruction for leadership of a few select male youths.

The passing years of two centuries have seen the range of that academic instruction work enlarged, and some good beginnings made in vocational training for a very few of our youth. But the recent army tests showed how far we have fallen short of achieving the goal of equipping all children with the most elementary tools of knowledge. However, that program of former days, if realized up to one hundred per cent, is grossly inadequate to meet the educational needs of the present day.

The age which produced that program for its own use has I (2) c passed. The constituent elements of our population have changed; conditions of living and of making a living have changed; popular conceptions of government and industrial control of human activities are changing. We are no longer a homogeneous

Graduation address at Skidmore School 1919.

people, chiefly of a single race, with a common background of fundamental experiences, customs, and ideals. For the most part we no longer live at home, the isolated life of primitive farmers, and as a nation our days of exclusiveness are over. We are of all the races of the earth, bringing together and tending to perpetuate in our American homes the memories of all the fundamental experiences, customs, ideals, jealousies, and antagonisms that have been developed under every government of the world. We live in rapidly increasing numbers, huddled together in the congestion of cities, great and small, which often means, paradoxical as it may sound, greater isolation than life in the sparsely inhabited country. In increasing numbers we are working for a daily wage, with no intelligent interest in the product of our labors. Every sane citizen knows that, as a nation, we must henceforth bear a responsible part in the affairs of the world, or have our place dictated to us. This new age in which we live, developed of course gradually for generations out of the age that is past, but perhaps best marked off from that past age by our entry into the World War in the spring of 1917. This new age must have an educational program adequate to the conditions and problems of the present, a program susceptible to expansion and adaptation to the problems of the age as it develops, serving this age, until it too, like the ages that are gone, shall give place to a newer age.

An adequate program of public education for the present

II (1)

day and age must set for its achievement seven definitely related objectives. Stated in simplest terms these are: "health, command of fundamental processes, worthy home membership, vocation, citizenship, worthy use of leisure, and ethical character." That under our vastly changed industrial social life we have not even adequately done the first two of these tasks is amply proved by actual measured results; twenty drafted men in every hundred unable to read or write, and the thousands rejected for defects that were preventable are conclusive answer to any argument or protest against this humiliating assertion. Mr. Herbert S. Weaver, in reporting for a committee of the Massachusetts High School Masters' Club in 1922, has the following to say on the question of health: "The returns to the questionnaire sent out by this committee disclosed that a surprisingly large number of high schools were doing little or nothing in giving instruction in health matters to their pupils. Very little effort was being made to ensure a healthful environment in the school or the home. We seem to have reached the stage where a more or less careful examination of the pupils is made, the results noted on a card and the card filed away with care." As for the other two proposed objectives of vocation and citizenship, only a select few, in our progressive school systems, who voluntarily continue their schooling through the secondary period are getting this training. The education for earning a living need not be secured at the price of sacrificing studies essential to a broad outlook on life and a keen insight into the needs of community life, essential to a sane and well balanced

interest in the public welfare. As for citizenship the greatest need today in our political life is for a trained thoughtful citizenry with the attitude of the open mind and suspended judgment, knowing the right when it sees it and doing the right without fear or favor.

As for worthy home membership, worthy use of leisure and ethical character our changed conditions make them as definite objectives in education as the "Three R's" were once. The essential knowledge and training and discipline that were adequate in the earlier days is entirely inadequate to-day. No longer is the home a practically self-supporting unit where children are taught the essentials of a livelihood; industrialism has entirely changed that. Our forefathers came to this country with a clear idea of their purpose and responsibility in civic affairs. They had an ideal of popular government and they were jealous of any encroachment upon their rights. They were sufficiently trained, for the most part, in occupational-economic intelligence and efficiency, as members of their own home group. Now this is changed. We are in an age of specialization. The home is delegating to society many of the tasks which it formerly performed itself. Population is for the first time more than fifty per cent urban. The tendency in industrial life aided by legislation is to decrease the working hours of large groups of people. When these groups are made up of large numbers of illiterate foreigners, there is an added reason for changes in educational programs if we are to educate them for democracy.

We must so organize society and our school program that each member may develop his personality primarily through activities designed for the well-being of his fellow-members and of society as a whole.

If changes are to be made, it would seem that there are two steps left to be worked out: first, certain standards must be set up by which it will be possible to measure the value and validity of any proposed changes, and secondly to consider to what extent steps are being taken to further the democratization of education through administration.

Our first concern, it would seem, must be to consider whether any proposed change would reach and educate all the children in the system, because democracy means all if it means anything.

II (2) 2

The use of the alphabet in printing illustrates the twofold nature of democracy. Each letter has an individuality that is unique and all its own, but it can function usefully only in appropriate co-operation with its fellows. This is at once a privilege and a responsibility. The freedom and the obligation of the individual to make his personal contribution to the common purpose, thus joining in giving expression to the corporate will for the sake of the common welfare--that is the essence of democracy. If a letter is indistinct, misshapen, or lacking, the page is marred. So in a democracy every person has abilities that render him capable of some useful service. The perfecting of each individual by education and experience so that his contribution shall be the best possible is

a primal necessity of an efficient social order. Therefore, our first thesis is : High schools must be re-organized so that they will educate approximately the entire youth of the community, all over fourteen years of age. Curriculums, equipment, and methods must be adapted to the scholastic attainments, intellectual abilities, and most obvious needs of the various groups.

The high school inherited from the Latin Grammar School the idea that it was an institution for gifted minds only, and that its chief, if not its sole function, was to prepare for college. A very large number of high school teachers are obsessed still with that notion and are unwilling to adapt their methods and subjects to the needs of pupils of lower grades of scholastic attainment and intellectual ability, however much the pupils might profit thereby. In most of the schools throughout the nation the college preparatory curriculum predominates and very few, if any, high schools provide for pupils not completing the uniform elementary curriculum. It has been assumed generally that unless they had mastered the entire work of the lower grades it was useless for them to attempt any high school subjects and that the proper place for such pupils was in the lower grades. We believe that both these assumptions are essentially false.

The study of adolescence has shown conclusively that the boy of fifteen has attitudes towards himself, his parents, and other boys, towards the opposite sex, towards a job and a vocation, and towards amusements and recreation so different from the attitudes of boys under twelve that he should be dealt with by entirely different methods. Yet in a survey of the public

school system of San Francisco published in 1917 it is shown that the sixteen hundred sixty-eight pupils between the ages of fifteen and fifteen and a half years were distributed through all the years of the curriculum from the first year primary to the last year of high school. A thousand and twenty-one (more than 60%) were in the elementary grades. At that particular time there were 5070 pupils fourteen years old or over in the elementary school and only 4252 in all the high schools. According to our thesis, all of the 9,322 pupils should have been in various groups administered by the high schools. One should not infer that San Francisco alone shows such a condition in its pupil distribution. In many other places the same facts could be brought out by a similar study.

A large percentage of the pupils in every community never get into the high school. If they did, they would not find there at present the courses best suited to their requirements. Curriculums can command the pupil's attention and interest only when they seem to satisfy some immediate need or contribute towards the attainment of some dominant wish or ambition, and they should be so adjusted to the pupil's abilities that his morale will be constantly sustained by the assurance of success.

That the high school must also serve not only with undiminished but with greater efficiency than heretofore the types of pupils already enrolled is of course imperative. Particularly, it must evolve a better method of dealing with the specially gifted individuals. Dr. Eliot has characterized the neglect of the gifted child as the greatest evil of American education.

Special opportunities must be given to free them from the retarding influences of slower minds, and all their potential energies must be developed and set at work at those tasks the performance of which will be of greatest service to the world.

The comprehensive high school is probably best suited to serve the diverse needs of the various groups of adolescents. If specialized schools are to continue, they should be very closely correlated in each community and the specialization should not be so restricted as to prevent the progressive adaptation of curriculums to the unfolding abilities and changing ambitions of the pupils.

If the junior high school is to become an integral part of the secondary school system, it must conform to the aims and perform the tasks appropriate to the earlier years of the adolescent period. This is the time when pupils are groping about --often rather vaguely--seeking to discover their future vocations. On the one hand the pupils should have set before them the opportunities afforded in various lines and the necessary qualifications: on the other hand each pupil's personality should be carefully investigated in order to reveal to himself and to his advisors those physical and mental endowments and those affective fixations of character that must be capitalized in order to insure a successful career. In short, the re-organized high school must have an efficient system of educational guidance. It must begin its treatment of its pupils by an individual clinical diagnosis of their physical, intellectual, emotional and ethical conditions, characteristics, and require-

ments from the educational standpoint, and must keep up the practice at frequent intervals throughout the pupil's membership in the school. It must be confessed that up to the present the organization and technique of high schools for making such a comprehensive and cumulative survey of its pupils and using the results for guiding their education so as to make the most of each individual's personal assets have been generally very clumsy and inadequate. Specialists will undoubtedly be necessary to make certain examinations and tests, but the principal, the deans, or the counsellors will need to go into matters of discipline and character formation somewhat thoroughly and intimately, seeking to discover the causes of significant emotional reactions of which even the student himself may be unaware. The teachers should constantly seek the sources of success and the causes of failure bound up but often concealed in the personality of each pupil. Professor Charles R. Mann sums up this attitude of the teacher towards the pupil very well as follows: "The teacher's point of view shifts from a critical one with attention focussed on discovering whether the individual measures up to the academic standards to one of friendly--not to say eager-- interest to discover what each individual can really do well. The student's spirit also changes from one of discouragement and doubt to one of interest and desire for achievement." #

One of the gravest difficulties in high school education II (2) b is to turn out pupils who are able to apply effectively to the practical affairs of life what they have studied in school. This may be due to their inexperience or to absorption in their phantasies but it may be due to the teacher's lack of experience and

practical knowledge in the field in which he is attempting to give instruction.

This thought brings us to our second thesis: The pupils of the future must be brought into a sympathetic understanding of the realities and vital issues of life about them and must be inducted into a real and joyous participation in the world's work. Among the most valuable agencies for the purpose are, performing work and taking responsibility. In certain cases of introversion often characterized by sensational antisocial attitudes and acts, physical or mental suffering may be required to establish a working contact with reality and the problem of social adjustment. But such corporal or mental punishment is repressive and cannot be made constructive in any large way. The constructive program of education must be built up out of those strong affective cravings inherent in the personality of the individual. Every high school pupil should have responsible tasks in the maintenance of the school and the home and should know the value of money. The best way to know the value of money is to earn it by honest manual labor. It is good for pupils to have jobs, especially such as are closely related to the major interests. These should not of course be allowed to sap the energies that should be devoted to school tasks. II (2) b

Teaching by projects, and performance tests should have a large place in the re-organized high school. A part of Grant's greatness as a general consisted in assigning projects to his subordinates and allowing them to devise their own methods of attaining the desired ends. Scouting for boys and girls, par-

ticularly for girls, because they are usually repressed much more than boys, affords splendid opportunities for contacts with realities and gaining ability to cope with the forces of nature. If the principal and teachers adopt an attitude of consulting with pupils and asking their opinions on matters of mutual concern, it will produce in the pupils unconsciously a feeling of importance which reacts very favorably in creating self-reliance and initiative. Co-operation between school and productive enterprises outside should afford pupils ample facilities for contacts, understanding, and experiences in the actual requirements and practices of these affairs. The teachers must keep constantly in touch with the latest ideas and best practices in the particular fields in which they give instruction. Each teacher should have had some practical experience in the application of the knowledge which he professes to teach. This experience should be renewed and extended from time to time by vacation work or a sabbatical year spent in practice or research.

The high school must more and more become the educational center of the community, serving in many applied forms the needs of the citizens. The salient features of the Denver, Colorado, Opportunity School should be incorporated into every comprehensive high school. The high school must no longer allow any grounds for the accusation that it is too theoretical and impractical. It must prepare itself to deal effectively with the salient problems of the community life.

Education in its derivation means a process of drawing out, but, curiously enough, nearly every teacher acts on the hypothesis that education is a process of "driving it in." We prescribe

subject matter and then by a process of intimidation and coercion strive to force it down the throats of the victims, our pupils, much as the goose-girls of Strasborg treat their charges in order to provide the raw material for their famous fat-liver patties.

The affective reactions may appear chiefly as obstacles to II (2) c the pupil's progress in the form of various particular aversions and fears, no interest in the subject, a dislike of the teacher, a feeling of lack of ability and personal inferiority, or they may manifest themselves in a general way in an infantile or childish attitude of aimlessness and indifference. On the other hand the emotions are the great dynamic power in personality, They are the driving force in every great accomplishment. Curiously enough, this field has been almost wholly overlooked by teachers, although politicians and promoters and many other propagandists have made the most of it. The use of agencies by all combatants for building up and sustaining the morale of their own soldiers and civilians and the breaking down of the morale of the enemy soldiers and civilians has been one of the most striking lessons of the War. No one can deny the powerful influences of these measures. The German Chief of Staff said it was not the failure of military strategy and resources that defeated Germany but the loss of morale of the German people. For our third thesis then we maintain that the re-organized high school must develop an effective technique for dealing constructively with the affective reactions of its pupils. By this means resistances that interfere with the pupil's successful

progress will be overcome and a high morale will be developed that will release spontaneously the maximum amount of energy to carry forward most rapidly and effectively processes of education and character formation.

Such a change will involve self-mastery and a different attitude on the part of many high school teachers and will require an understanding and application of at least the simpler processes of psychology.

We have thus far proposed three reforms in our high school program of studies: To provide for all youth in high schools: to make contacts with reality through studying the daily problems of living: to capitalize assets of personality. But having gathered into the comprehensive high school the entire youth of our community and established contacts with and powers of adjustment to the realities of the social, industrial, and political life of the times: and having revealed to youths the consciousness of and means of control of the dynamic forces of personality, the emotions and affective cravings--having done these things, we may well pause to ask, "To what end?" If the men and women that go out from our schools are selfish and materialistic and anti-social, they will but add to the sum total of human misery. President Harding, in his inaugural address, has answered our question, when he said: "Common welfare is the goal of our national endeavor. Service is the supreme commitment of life."

Common welfare attained through the mechanism of democracy is, indeed, the substance of our civilization. The great

unifying, integrating power of our public schools is at once the most perfect expression of that democracy and the most powerful agency for its preservation and perfection. No one perhaps has better personified our democracy than Abraham Lincoln of whom John Drinkwater says: "There is a great constructive moral idea very clearly crystalized in the life of Abraham Lincoln. It is epitomized in the two inscriptions on the buffalo nickel. On the one side is graven the word 'Liberty'. This means that every man shall have the opportunity of being as good as he can be in the light of his own character: self-realization in freedom from the tyranny of any other will. On the other side of the nickel are the words, "E pluribus unum," which signifies individual liberty, growing in the soil of national unity. The individual has never been able to reach full and best self-realization except in the soil of national life." Self-realization through service to the common welfare must be the essence of our educational aims and methods. We must somehow embody this ideal in our school life so that it shall take hold upon every individual's life and character.

Our last thesis then is that upon the comprehensive high school devolves in large measure the defence, the preservation, and the perfecting of the institutions of democracy through the moral and spiritual forces embodied in the daily living and the dominant idealism of the young men and young women who belong to it. This moral idealism cannot be imposed by authority. It is not a perfunctory observance of an autocratic discipline. It must spring from the individual heart and must be actuated

II (2)d

by a craving to serve the common life. Its attitude is one of good will to all men: its law of action, the golden rule. The home influences and religion can and in many instances will contribute powerfully to these ends. We shall need all the assistance we can command from whatever source. But in many homes there are disruptive agencies and anti-social attitudes in evidence, and these are often transferred to the school and to the teachers as surrogates of the parents. In such cases the school must do double service in establishing right social attitudes and moral ideals.

There remains to be done the last task, namely, to find out, what representative schools are actually doing toward democratization in the internal administration of the school.

One democratizing tendency in the internal administration III (1)A of high schools would be shown in a consideration of their admission requirements. If they required set examinations and rigid requirements it would show that they were highly selective and did not square with our thesis that the democratized school must provide for all the youth. To the information on this point I have freely used the results of questionnaires sent out by a committee of the Massachusetts High School Master's Club in 1920-21. They report the conditions as follows: In Massachusetts, of one hundred and forty schools replying to the questionnaire twenty-four require entrance examinations; forty-seven require certification; one hundred and thirteen require elementary school diploma; eighty-one require the recommendation of the principal; ninety-two require the recommenda-

tion of the superintendent. As to the minimum requirements for admission; one hundred and ten require completion of all prescribed subjects; ninety-two take over age pupils deficient in one or two subjects; sixty-four take pupils no longer suitable for elementary schools. As to the periods of admission: one hundred and fifteen at the beginning of the year only; ten semi-annually; one quarterly; forty-nine individually, at any time; sixty provide for those who are so mature that they would derive more benefit from the secondary school, sixty-eight do not, twelve did not reply.

These results show a liberalizing tendency and a marked disposition to admit pupils to high school when it seems best for the student to be placed under the control of the secondary school regime.

The following table was compiled from questionnaires sent III (1) B to all the high schools in Massachusetts. The question to be answered was whether there were to be seen democratic tendencies in the internal administration of the schools through pupil participation in respect to any one or more of the following items: absence, assemblies, conduct in rooms, control of recitations, corridors, library, lunchroom, recreation, tardiness, extra curriculum activities. Ninety-six Massachusetts high schools are shown in the first accompanying table. These schools range in size from over twenty-six hundred pupils to seventeen. The table thus shows a cross section of Massachusetts high schools from Cape Cod to the Berkshires and includes the smallest rural schools as well as the largest urban schools. The second table

shows the spread of the content of the curriculum of the same schools. The facts for this table were taken from the files of the State Department of Education. Through the courtesy of Mr. Clarence D. Kingsley Supervisor of Secondary Education, it was possible to go over the survey blanks returned to the department and get at the information desired for the second table.

Table I.

School	Size	1	2	3	4	5	6	7	8	9	10
Abington	310		*		*		*	*	*		
Arlington	565										
Ashby	30					*		*	*		
Attleboro	598										
Ayer	115										
Belmont	444				*						
Boston Girls' High	1000										
Girls' Latin	898		*	*		*			*		*
Boston High School of Commerce	1812					*		*	*		*
Brockton	2145										*
Cambridge High & Latin	2651										
Chelsea	1039										
Dalton	167		*	*	*						*
Dorchester	2269		*	*					*		
East Boston	1143										
E. Bridgewater	762					*		*			
English High, Lynn	2040							*			
Everett	1230					*					
Fall River	1981							*			
Grafton	129										
Groton	101										
Hanover	60										
Hardwick	124						*				*

School	Size	1	2	3	4	5	6	7	8	9	10
Hingham	272							*			*
Hopedale	76										*
Hudson	247										*
Hyde Park	1074										
Lancaster	56							*			*
Leominster	612										
Lexington	404		*	*		*		*	*		*
Lowell	2301										
Malden	1420										
Mansfield	250										
Melrose	712		*	*	*	*	*		*		*
Middleboro	285										
Milford	416					*	*	*			*
Millis	53										
Milton	280		*		*		*	*			*
Natick	383										
Needham	312										*
New Bedford	1352	*	*				*	*		*	*
Newton	1085										
Newtonville	694		*		*	*		*			
North Attleboro	273		*						*		*
Northbridge	214										*
North Easton	241				*		*	*			*
Oak Bluffs	39			*		*					
Oxford	109										
Pepperell	98										
Petersham	70										

School	Size	1	2	3	4	5	6	7	8	9	10
Plymouth	390		*								
Princeton	17						*				
Quincy	1551		*		*	*					
Reading	425		*			*					*
Revere	698		*			*	*	*			
Rockland	286										
Roxbury	1575										
Rutland	37				*						
Sharon	112			*	*						
Somerset	90		*								
Somerville	1961		*			*		*	*		*
So. Boston	947										
Southbridge	195										
Spencer	164		*			*			*		*
Stoneham	355				*				*		
Taunton	914										*
Templeton	146	*						*	*		
Tisbury	63										
Wakefield	574										
Walpole	330		*				*	*			
Waltham	451						*				
Ware	160										
Wareham	175							*			
Watertown	369				*						*
Wayland	77										
Webster	257	*	*					*		*	*
Westboro	156										

School	Size	1	2	3	4	5	6	7	8	9	10
Westford	57										
Weston	98			*					*		
Weymouth	537										
Whitman	326										
Winchester	484		*		*	*					*
Winthrop	760		*		*				*		*
Woburn	633										
Worcester	810								*		
Worcester High School of Commerce	2182										
Worcester South	753										
Wrentham	52		*		*			*			*
Wilmington	126		*					*			*
Totals		3	23	7	15	16	12	19	17	2	31

Key:

- | | |
|---------------------------|----------------------|
| 1- Absence | 6- Library |
| 2- Assemblies | 7- Lunchroom |
| 3- Conduct in rooms | 8- Recreation |
| 4- Control of Recitations | 9- Tardiness |
| 5- Corridors | 10- Extra Curriculum |

In this table thirty-one schools returning the questionnaire failed to show any student participation in the ten particulars noted. Whether it is fair to infer that these schools may have student participation in some way not covered by the questionnaire is doubtful. It is, however, quite certain that those who did not answer at all have nothing to report that would tend to show any definite step in this direction. This leaves sixty-six schools that are giving their pupils something to do with the internal administration of their schools. In other words 26.4% of all the high schools of Massachusetts show democratic tendencies in their internal administration from the standpoint of some type of pupil participation.

The feature of school life in which the pupils seem to have the greatest direct share is in that of extra curriculum, activities, thirty-one schools reporting that pupils do have some direct responsibility in this particular.

In the conduct of the assemblies twenty-three schools report pupil participation. It would seem that this feature of student activity would increase as nearly every high school has a room in which the whole student body may be seated.

The lunchroom is relatively a new feature and it is interesting to note that students play their part in nineteen of the schools. This is really, while third in the list, a higher percentage than that of the two which rate a higher number because relatively few of the schools have lunchrooms and of those that do who answered the questionnaire nineteen have some

form of student control.

The choice of recreation and extra curricula sub-heads was perhaps unfortunate as the distinction might not have been entirely clear and there may have been overlapping in the answers. The intention was to include such things as clubs, orchestras, et cetera under extra curriculum and playground control and management of athletic teams under recreation. At any event it would seem that students have considerable voice in their school activities that take place outside of school hours.

As might be expected the question of attendance which lends itself least readily to pupil participation and which has always been in the hands of the regular administrative officers, shows but three schools where the pupils have anything to do with the problem of absence and two of these are logical and give the same power in the matter of tardiness. These schools, one small, Webster with 257 pupils and the other large, New Bedford with 1352, show that the feasibility of doing something along this line does not depend upon the size of the school. The answer to question four, control of recitations is probably not reliable. Some schools with the so called socialized type of recitation must have failed to think of the work as a form of pupil control. It hardly seems possible that only fifteen Massachusetts high schools use the problem project method with such form of pupil participation as that involves.

Corridor control seems to lend itself better to student efforts than conduct in rooms. Fifteen schools report some

form of the former and only seven the latter. Lynn English High has probably the best worked out system of student corridor control to be found anywhere in the state. Here a captain and assistants take full charge while a teacher is never required to leave a room for the purpose of supervision during the filing of classes between periods or at the close of the sessions.

It would seem, so far as the high schools of Massachusetts are concerned, that a worthwhile attempt is being made to democratize the internal administration through pupil participation.

This same conclusion respecting the nation at large could also be reached by a study of many noteworthy experiments in student government throughout the country. The author has gone over the program of student government in many schools, large and small, in all sections of the United States. The best examples of student government are to be found in the Los Angeles High School, the Washington Irving High School, New York City, and the William Penn High School in Philadelphia. A canvas of this material would take us far afield and would not effect the general conclusions to be arrived at.

The following table shows what the same Massachusetts III (1)C schools that are shown in Table I are doing to reach all the pupils in the community through the content of the curriculum. The subjects chosen have been those that would show whether there was a spread of offering, or whether the content of the curriculum was designed to meet the needs of a selected group. The subjects chosen were: Latin, physics, ancient history, community civics, stenography, salesmanship, mechanical drawing, freehand drawing, home economics, agriculture, boy's shop work, general science, and biology.

Table II.

School	Size	1	2	3	4	5	6	7	8	9	10	11	12	13
Abington	310	*	*	*	*	*		*	*	*			*	*
Arlington	565	*	*	*		*		*	*	*			*	*
Ashby	30	*	*					*	*				*	*
Ashfield	63	*	*		*						*		*	*
Attleboro	598	*	*	*	*	*		*	*	*		*	*	*
Ayer	115	*	*		*	*		*	*	*			*	
Belmont	442	*	*	*	*			*	*	*		*	*	
Boston Girls' High	1000		*				*		*	*			*	
Girls' Latin	898	*	*	*									*	
Boston High School of Commerce	1812		*			*	*						*	
Brockton	2145	*	*	*		*	*	*	*	*	*	*	*	*
Cambridge High & Latin	2651	*	*	*	*	*		*	*				*	
Chelsea	1039	*	*	*	*	*	*	*	*				*	*
Dalton	167	*			*	*		*	*	*			*	*
Dorchester	2269	*	*	*	*	*	*	*	*			*	*	*
East Boston	1143	*	*	*	*	*	*	*	*			*	*	*
E. Bridgewater	162	*	*		*	*		*	*	*			*	*
English High, Lynn	2040	lyn.	*		*	*		*	*	*		*	*	
Everett	1230	*	*	*		*		*	*	*		*	*	*
Fall River	1981	*	*	*	*	*		*	*	*		*	*	*
Grafton	129	*	*		*	*		*	*	*		*	*	*
Groton	101	*			*	*			*	*		*	*	*
Hanover	60	*	*		*	*		*	*				*	
Hardwick	124	*	*		*	*		*	*	*			*	*

School	Size	1	2	3	4	5	6	7	8	9	10	11	12	13
Hingham	272	*	*	*	*	*		*	*	*		*	*	*
Hopedale	76													
Hudson	247	*	*	*	*	*		*	*	*		*	*	
Hyde Park	1074	*	*	*	*	*		*	*	*		*	*	*
Lancaster	56	*		*				*		*		*	*	
Leominster	612	*	*	*	*	*		*	*	*		*	*	*
Lexington	404	*	*	*	*	*	*	*	*	*		*	*	
Littleton	61	*	*									*	*	*
Lowell	2301	*	*	*	*	*	*	*	*	*		*		*
Malden	1420	*	*	*	*	*		*	*	*		*	*	*
Mansfield	250	*	*	*		*			*	*			*	
Melrose	712	*	*	*		*		*	*	*		*	*	*
Middleboro	285	*	*	*		*		*	*					
Milford	416	*	*		*	*		*	*				*	
Millis	53	*	*		*	*			*				*	
Milton	280	*	*			*		*	*	*		*		*
Natick	383	*	*	*		*		*	*	*		*	*	*
Needham	312	*	*	*	*	*	*	*	*				*	
New Bedford	1352	*	*	*		*		*	*				*	
Newton	1085	*	*	*					*				*	*
Newtonville	694	*	*			*		*	*	*		*	*	*
North Attleboro	273	*	*	*	*	*			*				*	*
Northbridge	214	*	*	*		*		*	*	*			*	*
North Easton	241	*	*		*	*		*		*		*		*
Oak Bluffs	39	*	*		*	*				*			*	
Oxford	109	*	*	*	*	*		*	*				*	*
Pepperell	98	*	*		*	*		*	*				*	*

School	Size	1	2	3	4	5	6	7	8	9	10	11	12	13
Petersham	70	*	*	*	*					*			*	*
Plymouth	390	*	*	*				*	*	*			*	*
Princeton	17	2 yr.			*			*	*				*	
Quincy	1551													
Reading	425													
Revere	698	*	*	*		*	*	*	*	*				*
Rockland	286	*	*	*	*	*		*	*	*			*	*
Roxbury	1575	*	*	*	*	*			*				*	*
Rutland	37	2 yr	*		*									*
Sharon	112	*		*		*		*	*				*	
Somerset	90	*	*			*			*	*			*	
Somerville	1961	*	*	*		*	*	*	*	*		*		*
So. Boston	947	1 yr	*			*	*		*				*	*
Southbridge	195	*	*	*	*	*				*			*	
Spencer	164	*		*	*	*		*	*	*			*	
Stoneham	355	*				*		*	*	*		*		
Taunton	914	*	*	*	*	*		*	*	*		*	*	*
Templeton	146	*	*	*	*	*		*					*	*
Tisbury	63													
Wakefield	574	*		*	*	*		*	*	*		*	*	*
Walpole	330	*			*	*		*	*	*		*	*	*
Waltham	451	*	*			*	*	*	*	*		*		
Ware	160	*			*	*							*	*
Wareham	175	*	*	*		*		*	*				*	*
Watertown	369	*	*			*		*	*	*				*
Wayland	77	*				*		*	*	*			*	
Webster	257	*	*	*	*	*		*	*	*		*	*	*

School	Size	1	2	3	4	5	6	7	8	9	10	11	12	13
Westboro	156	*	*	*	*	*		*	*	*			*	*
Westford	57	*	*	*	*	*		*	*	*			*	*
Weston	98	*	*		*			*	*	*		*	*	
Weymouth	537	*	*	*		*		*	*	*		*	*	
Whitman	326	*	*	*		*		*	*	*				
Winchester	484	*	*	*	*	*		*	*	*			*	*
Winthrop	760	*	*		*	*		*	*	*		*	*	*
Woburn	633	*	*	*	*	*		*	*				*	
Worcester H. S. of C.	2182	*	*			*	*	*	*	*			*	
Worcester	810	*	*	*				*	*			*		
Worcester South	753	*	*	*				*	*			*		
Wrentham	52	*	*		*	*		*	*				*	*
Wilmington	126	*	*	*		*		*	*	*			*	*
Total		80	77	53	51	72	14	67	73	55	2	36	71	52

Key:

- | | |
|----------------|--------------------|
| 1 Latin | 7 Mech. Drawing |
| 2 Physics | 8 Freehand Drawing |
| 3 Anc. Hist. | 9 Home Econ. |
| 4 Com. Civics | 10 Agri. |
| 5 Steng. | 11 Boy's Shop |
| 6 Salesmanship | 12 Gen. Sci. |
| 13 Biol. | |

The first obvious conclusion from merely a casual glance is that the college group is taken care of in nearly every community. Eighty of the ninety-one schools give four years of Latin and four more give one or two years. Physics follows a close

second showing the same regard for college preparation. Commercial courses are also very general indicating that vocational preparation is being considered. Community civics is on about an equal footing with ancient history, showing that training for citizenship is receiving attention. General science, a new comer, into the high school curriculum with nearly 90% of the schools offering it shows a tendency toward meeting the needs of more of the pupils served by the school. Home economics is given in a sufficient number of cases to prove that educators are alive to the problem of training for worthy home membership. It would seem on the whole that the girls are much better provided for than the boys. Boy's shop work and mechanical drawing are both behind freehand drawing and home economics. The worst showing made by the study is the place of agriculture. That the greatest productive enterprise of the country should lag so far behind is deplorable. We are yet a long way from meeting the needs of all the youth when this important field of endeavor is so neglected. The table shows a commendable spread in offerings when one considers the origin and history of the development of the high school and the length of time it has been dominated by the ideal of college preparation. If this table shows nothing more, it does indicate a democratizing tendency in that the offerings are sufficiently spread to meet the needs of a much larger number of boys and girls than was the case not more than a decade or two ago.

For a discussion of the conditions touching the points

covered in the above surveys of conditions in Massachusetts, but having to do with the country at large I am indebted to the Report of the Committee of the Massachusetts High School Masters Club referred to above. This committee sent a questionnaire to 1250 of the larger higher schools throughout the country. While they did not tabulate the results, they have reorganized them in a way that is at least pertinent to the question we are considering. The following results are taken freely from various parts of their report.

Nearly all the high schools require that every pupil shall complete satisfactorily the elementary school course before admission, although, in exceptional cases, over-age pupils deficient, in one or more subjects, are admitted on recommendation of the principal or superintendent. More than half the schools admit pupils semi-annually. Nearly all require pupils to attend the entire session, but about 25% allow pupils to attend part of the time if special arrangements are made. About half the schools state that they provide for all who are in any respect so mature that they would derive more benefit from the secondary school than from the elementary school, but it is evident from other answers that, in many cases they consider a pupil not mature enough to benefit from the secondary school until he has completed successfully the entire elementary school course.

The agricultural and industrial needs are met in about 50% of the schools, whereas, under the head of distribution, from 70%-80% of the schools offer various types of commercial

branches. Accounting, stenographic, and secretarial courses are provided for in over two-thirds of the schools; Retail selling in but 50%; and about 45%-50% of the schools prepare mechanical computing machine operators.

The largest number of telephone and telegraph operator courses in any state is three. As is to be expected, the professional curriculums present the fullest opportunities. Here we find the aims satisfied in every field in from two-thirds to 100% of the schools. From two-thirds to three-fourths report, in particular, courses in Social ~~Sciences~~ ~~Sciences~~ as an indication of the fact that our institutions are not wholly removed from the practical problems of everyday relationships. Nearly all schools offer work in cooking and sewing, about three-fourths in cleaning, one-half in laundering and home nursing, 25% in millinery, and from 25-36% admit of courses in care of infants. It is also well to note that very full attention is paid to food values, sanitation, and household budgets. Music and drawing, in wide variety, are usually present in 75%-80% of the schools reporting. In addition to English the following subjects are offered as constants: History, mathematics (generally algebra), civics, economics, health needs, sociology, general science and biology, together with household arts and sciences and physical drill for girls. Provision for instruction in health problems varies in the ratio of 10%-50%. Where such provision is made, about 50% of the schools require the attendance of all in this subject. The majority of schools offering this

requirement relate it closely to the matter of health habits and to the health requirement data of school and home environment. In the southern schools the general comment is: "Weak in all this." In the matter of sex education about 20% of the schools claim definite instruction. One of the Cleveland, Ohio, schools presents an admirable and rational detailed course of fifteen typewritten pages, showing that, with the right teacher and the right approach, much can here be accomplished.

Physical training, with diploma credit, occupies from one-half hour to three or four hours in nearly 75% of our schools, with military drill, in about 50% of schools, calling for an addition of three or four hours. From 30-45% report work in corrective gymnastics.

Citizenship and socializing agencies are reported by about 90% of the schools, all the items under this head sharing about equally, the smallest percentage of attention being given to the Girl Scouts (10-15%), with the Campfire Girls, Junior Red Cross, and Community Projects receiving about 60% endorsement. Many schools report real pupil cooperation for common interests of school, home, state, and nation. Nearly 40% report some kind of plan for the worthy use of leisure, with 60% admitting of definite avocational provision. Debating and social intercourse lead the way, music, literature and drama following in order. Seventy-five percent of the principals report school librarians and libraries ranging from 200 to 25,000 volumes. In some instances branches of public libra-

ries are incorporated in school administration or occupy part of the school grounds. One school with the latter provision enjoys the use of 40,000 volumes.

This concludes the studies made in this paper. We have tried to show conditions as they are. He would, I think, be rather too conservative who would say that secondary education had reached its ultimate goal; that there is nothing to do further but to readjust and perfect that which is all but completed; that it is now contributing all that could be expected of it in the solution of the current problems of the community of which it is a part.

He would be rash indeed who would attempt to lay down definite procedure to be applied in all cases but if this discussion has not failed of its purpose it is possible to set forth at this point certain guiding principles.

Any plan must first of all be adapted to the community IV (1)
which the reorganized school is to serve. The rural high school, the large city school, the school in the wealthy residential town, each had its own problem. So, any one plan would not fit all of the conditions in all of the communities. However, it is plain that no matter what the community, the reorganized school must attempt to serve all the youth through its offerings. In the second place it must train boys and girls to use effectively and enjoy rightly all the freedom which democracy implies. It must train them to think more of their duty and less of their rights. The watchword must be service. There must be training for "fellowship", as well as leadership. They must be trained to live worthily with

their fellows. Finally, the activities of the school must be so focused upon the objectives of education as to make possible the realization of the purpose of democracy which is the development of personality primarily through activities designed to promote the well being of others and of society.

The discussion followed in this paper and the voluminous material written on the subject seems to point out that school men are alive to the need of democratizing the schools if they are to serve the present age and generation. The steps taken seem to show that not only is there a lively sense of responsibility but that an honest and definite attempt is being made to answer the challenge of the present. High schools very largely admit those who would benefit by the change from the elementary schools regardless of whether or not the individual has met certain arbitrary requirements. Pupils are given an ever increasing share in the affairs of the school. The spread shown in the content of the curriculum is evidence of the disposition of the school to offer opportunities to all. The movement to redirect and redefine the aims of the subject matter offered is well under way. The tendency is away from preparing boys and girls for life and for citizenship to training youth to live and to be good citizens now in the very environment in which they are placed.

The closing words of the final report of the committee of the Massachusetts High School Masters Club seems to me to contain a fitting summary of the conclusions to be drawn from this paper.

IV (2)

"Our secondary schools have faith in democracy. They recognize the social, moral, and spiritual heritage which is theirs to preserve and to advance. They recognize, also, the problem as calling more for a change in aim, in method of approach, and in attitude, than a radical change in organization. Already our schools are furnishing equality of opportunity to boys and girls as individuals, no matter what may be the degree of talent. Democracy means "not the clipping of wings, the clapping on of bars, but the removal of the barriers which restrain the growth and progress of the individual". Or, as Dr. Bagley, has written: "For the first time in our history our people are awakening to the fact that an educational system in a democracy has a fundamental duty to discharge in encouraging a thoroughgoing community of ideals, aspirations, and standards of conduct. The people are thinking to-day, as never before, in terms of common good. They are insisting that the common good shall be the fundamental standard in the administration of business, transportation, and industry, as well as in the conduct of public affairs-----To-day it is clear that the primary function of education in a democracy is to intergrate rather than to differentiate the people."

SUMMARY

1. The purpose of this paper is to consider our present educational administration in the light of its development contemporaneously with the growth of our political, social and industrial life to the end that we may determine whether it has a truly democratic tendency.
2. A review of our early colonial history is made to consider what purpose our forefathers had when they founded an educational system and to determine what the character of that system was.
3. A discussion of the change that has taken place follows. The new age, in which we live, developed of course gradually out of the age that is passed.
4. The main objectives of education upon which it is necessary to focus the activities of the school if we are to meet the changed conditions discussed above are considered. These objectives are: Health, command of fundamental processes, worthy home membership, vocation, citizenship, worthy use of leisure, and ethical character.
5. Certain standards are set up as tests for the merits of any proposed change.
6. The first thesis is: Schools must be reorganized so as to educate all the children in the system, because democracy means all if it means anything.
7. The second thesis is: Pupils of the future must be brought into a sympathetic understanding of the reality and vital issues of life about them and must be inducted

into a real and joyous participation in the world's work.

8. The third thesis is: The school designed to meet the present conditions must develop an effective technique for dealing constructively with the affective reactions of its pupils.
9. The fourth and last thesis holds that: The defense, the preservation and the perfecting of the institutions of democracy devolves in large measure upon the moral and spiritual forces embodied in the daily living and dominant idealism of the young men and women who belong to it.
10. A study of admission requirements in Massachusetts shows a commendable spirit of democratizing our high schools in this particular.
11. A table showing to what extent Massachusetts high schools are measuring up to the new demands of democracy through providing pupil participation in one or more of ten particulars is shown and discussed.
12. A second table for the same schools shows whether they are alive to their obligations in the spread of the content of the curriculum.
13. This rather comprehensive study of Massachusetts is followed by discussion as to the tendency shown in other parts of the country.
14. Some consideration is given to the changes that must be made if education is going to do its share in meeting the problems of democracy.

15. The conclusion of the study is that there are well marked tendencies toward a realization of the school's responsibility in solving the problem of democracy and a well defined effort to meet this responsibility.

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